

# YOUTH SERVICES POLICY

<b>Title:</b> Facility Riot, Hunger Strike, Employee Work Stoppage, Significant Disturbance and Hostage Situation <b>Next Annual Review Date:</b> 05/29/2010	<b>Type:</b> C. Field Operations <b>Sub Type:</b> 2. Security <b>Number:</b> C.2.2
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<b>References:</b> ACA Standards 2-CO-1C-01, 2-CO-3B-02 (Administration of Correctional Agencies), 4-JCF-2A-01, 4-JCF-2A-30, 4-JCF-6E-10 (Performance-Based Standards for Juvenile Correctional Facilities); YS Policies A.2.20 "Critical Incident Stress Debriefing", C.2.10 "Safety and Emergency Management", C.5.2 "Duty Officer and Reporting of Serious Incidents", and PACES Guidelines - A Training Curriculum	
<b>STATUS: Approved</b>	
<b>Approved By:</b> Mary L. Livers, Ph.d., MSW, Deputy Secretary	<b>Date of Approval:</b> 05/29/2009

## I. AUTHORITY:

Deputy Secretary of Youth Services as contained in La. R.S. 36:405. Deviation from this policy must be approved by the Deputy Secretary.

## II. PURPOSE:

To establish the Deputy Secretary's policy with regard to actions to be taken and procedures to follow in handling a riot, hunger strike, employee work stoppage, significant disturbance or hostage situation.

## III. APPLICABILITY:

Deputy Secretary, Undersecretary, Chief of Operations, Assistant Secretary, Deputy Assistant Secretaries, Central Office Duty Officers, Communications Director, Central Office Staff Development Director, Facility Directors and Staff Development Coordinators. Each Director is responsible for ensuring that all necessary procedures are in place to comply with the provisions of this policy.

## IV. DEFINITIONS:

**Custody Staff** - All security personnel.

***Employee Work Stoppage*** - An organized effort of a majority of staff in any particular discipline or on any specific shift to fail to perform their duties through refusal to work or unauthorized use of leave.

***Facility Riot/Significant Disturbance*** - A large scale emergency situation as determined by the Facility Director.

***Hostage Situation*** - Any condition where staff are held illegally and against their will; denied their right to move, act, or speak freely, and make decisions on their own; a condition that endangers life or poses the threat of danger while holding a person or persons in a restricted state against their will. Whenever it becomes necessary to take by force or negotiate for a person's freedom and safety, a hostage situation exists.

***Hunger Strike*** - Occurs when a youth reports he is on a hunger strike or when a staff member observes the youth not eating for at least 24 hours.

***PACES (Patient, Alert, Cooperative, Eye Contact, Stockholm Syndrome) Guidelines*** - A training curriculum for facility staff to follow in the event of a hostage situation.

## **V. POLICY:**

The possibility of a riot, hunger strike, major disturbance, or hostage situation exists among the youth population of our facilities. In addition, an employee work stoppage can be the cause of a significant security risk and/or facility disturbance. Specific plans and procedures for coping with each type of occurrence must be developed and held in readiness for possible implementation.

Central Office staff shall be available at all times to assist facility staff and youth should such incidents occur.

While each facility must develop plans tailored to the individual requirements of a particular location, and in compliance with any relevant ACA Standards, the procedures outlined herein are applicable throughout YS.

## **VI. PROCEDURES:**

- A. Each Facility Director is responsible for developing and maintaining a current video tape library which includes internal and external videos of all buildings and areas inside the secure perimeter of the facility. A copy is to be stored at the local State Police Troop or Region Headquarters, or OJJ Regional Office as well as at the facility in at least three locations.

**B. Emergency Situation:**

1. Upon determining that an emergency situation exists or is likely to develop, the Director shall immediately:

- a. Initiate preliminary emergency actions in accordance with the facility plan and notify the Duty Officer at YS Central Office, who will communicate such information immediately to the Deputy Secretary in accordance with YS Policy No. C.5.2;

Note: The Director (or his designee) may contact the Deputy Secretary directly.

- b. Notify local and parish law enforcement agencies;
- c. Notify the appropriate Louisiana State Police Region Major (or his designee) and request implementation of the pre-established emergency response plan; and
- d. Notify the officer in charge of the nearest Federal Bureau of Investigation Office and request that he come to the facility or send a representative to observe the proceedings.

2. The Director shall direct emergency and containment measures within the confines of the facility's property, keeping the Deputy Secretary advised of all developments in accordance with procedures outlined in YS Policy No. C.5.2. These actions will be compatible with the following:

- a. Safety of the general public;
- b. Safety and welfare of hostages;
- c. Prevention of death or serious injury to staff and youth;
- d. Youth welfare;
- e. Protection of property;
- f. Restoration of order, and
- g. Identification of participants, arrest, and legal prosecution.

3. The Louisiana State Police will assist in accordance with the pre-established emergency response plan developed for the facility.
4. If the emergency should develop to a point beyond the capability of the facility to contain the situation, the Deputy Secretary or designee will assume primary control of the coordinated efforts of all agencies to regain control of the facility.
5. The National Guard may be called to assist upon the Deputy Secretary's recommendation to the Governor.

**C. Hunger Strike:**

A youth is considered to be on a hunger strike when he reports he is on a hunger strike or when a staff member observes the youth not eating for at least 24 hours. Any staff member who observes this situation must alert the chain of command.

The following procedures shall be followed when the determination has been made that a possible hunger strike is occurring by a youth or a group of youths:

1. Staff shall observe youth during meal times. If a youth is observed not eating, the staff member shall immediately alert his/her supervisor, who shall immediately verbally inform the Director. Staff observing the youth not eating shall also document such notification, as well as his/her observations, on an Incident Report. The Facility Director will notify Health Services staff of the situation.
2. The youth shall be immediately interviewed by treatment staff to determine the reason he is not eating and the youth must be examined by medical personnel.
3. If the youth is being coerced, this information shall be forwarded to personnel working in the youth's living area through Staff Alert Forms and to the facility Investigative Services office.
4. If the youth states that he is going to maintain the hunger strike he shall be referred to his Case Manager for counseling.
5. An Incident Report shall be completed when the youth announces the end of a hunger strike or at any time the youth is observed eating.

6. Copies of all Incident Reports and counseling documentation must be maintained in the youth's record.

**D. Negotiations:**

During a riot, hunger strike, significant disturbance or hostage situation, the Director (or his designee) shall be the primary contact with the youth. Hostage negotiations shall be coordinated with the Louisiana State Police. Employees taken as hostages relinquish any and all authority at the time the hostage situation exists, including the authority to negotiate.

**E. PACES Guidelines:**

The "PACES Guidelines" shall be utilized, on an ongoing basis, as a mandatory hostage training curriculum in all facilities.

The demeanor and conduct of a hostage is critically important to the successful conclusion of an incident.

In the event of a hostage situation, a staff member should utilize these guidelines for their own safety and that of others:

1. Patient - Accept the situation and be prepared to wait. Remain calm and do not panic. The process may be slow, but the authorities are engaged in a complete program designed to rescue hostages unharmed. Time is on your side-usually, the longer a hostage situation lasts, the chances of safe release increase. Escape attempts should be considered only if you are absolutely certain you can make it and even then, re-think it. If there are other hostages, you must consider the effect on them should you escape. It could further jeopardize their safety and yours, especially should your escape attempt fail.
2. Alert - Listen and be as observant as possible. Keep a mental account of the actions of the hostage-takers during the time you are held. You will most likely be a witness at their prosecution at a later date.
3. Cooperative - Keep a low profile by not saying or doing anything to further excite the captors. Do not be argumentative and follow the instructions of your captor. Act neutral and be a good listener if your captor wants to talk. The captor may want reassurance from you that he will be allowed to escape. Although you know that escape is non-negotiable and will not be allowed, do not run the risk of antagonizing your captor by telling him this. For example, do not say "you will not be allowed to escape no matter what" - this could jeopardize negotiations.

Also, do not make suggestions to your captor. If the suggestion goes wrong, he may think you planned it that way. Do not attempt to negotiate. Also, be prepared to give up possessions without objection.

4. Eye Contact - Do not turn your back on your captor unless directed to do so. Eye contact is good, but avoid staring. Sometimes, simple eye contact can establish a human bond between individuals; which could be a factor in reducing the risk of physical harm. People are less likely to harm someone they are looking at. Avoid the appearance of observing crimes that the captor commits; look down or look away.
5. Stockholm Syndrome - Often, people together in a stressful situation (even if for different reasons) will develop a common bond. The Stockholm Syndrome is an interpersonal relationship that can develop between the hostage and hostage taker. During a prolonged hostage situation in Stockholm, Sweden, it was noticed that lengthy exposure of the hostage taker to the hostage reduced the danger of harm coming to anyone because both parties interacted with one another. This interaction can be no more than eye contact. Both parties are under stress and an implied personal emotional involvement develops. The more time that passes, the deeper the involvement becomes.

**F. Employee Work Stoppage:**

1. Each facility director shall develop a written plan which shall include strategies for appropriate supervision, preservation of facility operations, youth and staff safety in the event of an employee work stoppage. Contingency plans for transportation, food services along with the provision of internal and external communications shall be included in this plan.
2. The facility director shall notify the Deputy Secretary when there is an employee work stoppage. At the discretion of the facility director or designee, and in compliance with Civil Service rules, employees reporting for duty may be temporarily assigned to other duties. In addition, the facility director or designee may hire qualified substitute and/or temporary employees as needed to maintain facility operations for the period of the work stoppage. In an extreme case, YS staff from other facilities or from Community Services may be called in to man critical posts.

**G. Public Relations:**

It is appropriate and desirable that the news media be kept advised of activities as they develop in a riot or significant disturbance situation. It is of major importance, however, that information disseminated to the media be accurate and factual, even delaying announcements until the information to be made public is completely verified.

The Director/Communications Director shall establish a designated place for periodic briefings and dissemination of information to the news media, and shall keep the Deputy Secretary advised of information to be released. The Deputy Secretary, Communications Director or the Director shall be the only persons authorized to provide the news media with information pertaining to a riot, hunger strike, disturbance or hostage situation. In the event of major participation by the Louisiana State Police or the National Guard, close coordination with the responsible representatives shall be effected in the release of news bulletins. Individual youth participating in a disturbance shall not be permitted to be photographed or video-taped.

**H. Documentation and Post-Disturbance Actions:**

It is extremely important that every facet of a riot, hunger strike, significant disturbance or hostage situation be thoroughly documented, including the use of still and video photography. In any event, a log of significant occurrences shall be maintained so that subsequent analysis and study may be made. Documentation can also be a valuable aid in the preparation of criminal charges against individuals when such action is considered appropriate. Every effort should be made during the course of a riot, hunger strike, disturbance or hostage situation to identify those youth whose activities would justify criminal prosecution. Criminal proceedings should then be instituted without delay. Documentation efforts shall be channeled through the Communications Director.

The Deputy Assistant Secretary/Facility Services will schedule an after-action debriefing within seven (7) days of the conclusion of the disturbance to review the incident and determine if any changes in policy or procedures need to be made or recommended to the Deputy Secretary.

**I. Critical Incident Stress Debriefing (CISD):**

CISD is available in response to critical, violent or traumatic incidents which could produce significant emotional, mental, physical and/or behavior reactions. CISD is designed to mitigate the psychological impact of a traumatic event, prevent the subsequent development of a post traumatic syndrome and serve as early identification mechanisms for individuals who

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will require professional follow-up. CISD guidelines are outlined in YS Policy No. A.2.20.

**Previous Regulation/Policy Number:** C.2.2  
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**Attachments/References:**